

## **A. COVER LETTER ATTACHED**

### **1. APPLICANT IDENTIFICATION:**

**City of Bremerton Public Works & Utilities Department**

**Chief Executive:** Cary Bozeman Mayor, City of Bremerton, 345 6th Street Bremerton, WA 98337 Phone: 360-473-5266 Fax: 360-475-7125 email: mayor@ci.bremerton.wa.us

### **2. FUNDING REQUESTED:**

- a. Grant Type:** Assessment
- b. Amount Requested:** \$200,000
- c. Contamination:** Petroleum
- d. Assessment category:** Site-Specific

**3. LOCATION:** This site consists of 3 properties located between Pennsylvania Avenue and Thompson Drive which includes 350 feet of waterfront along the Port Washington Narrows and totals 3.68 acres in the City of Bremerton, Kitsap County, Washington. Postal address is 1725 Pennsylvania Ave., Bremerton, WA. Site location map is included as **Attachment A**.

**4. CONTACT:** Thomas Knuckey, Managing Engineer, Public Works & Utility, City of Bremerton, 3027 Olympus Drive. Bremerton WA 98310-4799 Phone: 360-473-2376 Fax: 360-473-5018 email: tknuckey@ci.bremerton.wa.us

**5. DATE SUBMITTED:** December 13, 2005

**6. PROJECT PERIOD:** August 1, 2006 - July 1, 2009.

**7. POPULATION:** City of Bremerton is approximately 38,000. Urban area is approx. 100,148.

**8. Other:** No federal designation within the site, though the target area includes an economic empowerment zone (downtown Bremerton).

**9. Cooperative Partners:** None.

## **B. PROJECT DESCRIPTION FOR: Bremerton Gas Plant Park & Property Development**

### **THRESHOLD CRITERIA FOR ASSESSMENT GRANTS**

**A. Applicant Eligibility:** The City of Bremerton as a municipality is a General Purpose Unit of Local Government and as such is an entity that is eligible. The 3.68 acre property is an eligible brownfields site under the petroleum or hazardous wastes section.

**B. Community Notification:** A comment period allowing the public a chance to review and comment on this grant application was held from Tuesday Nov. 22 through Monday Dec. 12, 2005. The notice was advertised beginning on Nov. 18 through the City of Bremerton website and updated to announce meeting dates, availability of draft proposal, and to solicit comment. A press release was sent out to local/regional newspapers and journals servicing the area on Nov. 23. Numerous local civic/environmental/community groups, government officials, Tribes, and individuals were notified by email, provided fact sheets, and invited to review and comment on the draft proposal. An article was published in the regional *Kitsap Peninsula Business Journal* Dec. 1st, another appeared in the local *Bremerton Patriot* on Dec. 3, and both were included in on-line internet versions. The Public Works Department presented the proposal at a regular open public City Council meeting on Nov. 30th. A final public meeting to discuss the application was announced through all of the aforementioned notifications and held on Tuesday, December 6th at 5:30 pm at the City's Oyster Bay Facility in Bremerton. Comments were accepted and reviewed until Dec. 12 2005 with responses provided to all affected parties (see **Attachments B**).



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**C. Letter from the State or Tribal Environmental Authority:** A letter from the Washington State Department of Ecology is (included in ATTACHMENT C).

### **D. Site Eligibility and Property Ownership Eligibility:**

**D.1. a. Name of the site:** *Old Bremerton Gasworks and Sesko Properties*

**b. Address of site:** 1725 Pennsylvania Ave., Bremerton, WA bounded by Thompson Drive to the west, Pennsylvania Avenue and residential properties to the east, the Port Washington Narrows waterway to the north, and another property parcel to the south.

**c. Site's contamination:** Potential and confirmed Petroleum and Hazardous substances. Requests are being presented separately for associated petroleum contaminants (subject of this proposal) and hazardous substances (separate proposal).

**d. Operational History and current uses:** The Site and adjacent properties currently are used for light industrial purposes and storage of various materials, including boat parts and metal debris. Historic uses include a coal gasification plant, petroleum bulk storage and distribution plant, concrete manufacturing plant, sheet metal fabricator, drum storage facilities, boat and vehicle repair facilities, sandblasting, painting, and electroplating operations, and salvage yard.

**e. Environmental concerns:** Conditions of known or potential environmental concerns are based on reports by tenants and review of historical operations. An abandoned underground fuel pipeline that connected an adjacent petroleum bulk plant to a former fuel dock reportedly leaked at one time though no details were provided. Residue deposits and dark stained areas have been observed in historical aerial photographs as noted in the Phase 1 EA from 1997. The Dept. of Ecology (DOE) became involved in the 1990s in response to reports of oil seeps on the Sesko parcel and Port Washington Narrows shoreline. The DOE conducted multiple visits and the site is included on the Suspected Contaminated Sites List (see proposed exploration locations map indicating potential contamination sites in Attachments D).

**D. 2.** The City is not requesting a waiver of the \$200,000 per site funding limit.

**D.3 a. Listing:** The properties are not listed or proposed for listing on the National Priorities List

**b. Orders:** The site is not subject to unilateral administrative orders, court orders, consent, or decrees issued to or entered into by parties under CERCLA

**c.** The site is not subject to the jurisdiction, custody, or control of the U.S. government.

**D.4 (a-f) Known or anticipated enforcement actions:** To the best of the applicant's knowledge; (a) there is no known, ongoing, or anticipated environmental enforcement actions related to the site under CERCLA, (b-f) or any other federal regulations, planned or ongoing remedial action, administrative orders, permit issues, or subject to corrective actions. There is no known history of releases of PCBs under TSCA, ongoing, or anticipated environmental enforcement actions or other response activities related to the site. The site does not fall under any of the categories cited and does not likely need a property-specific determination from EPA to be eligible for funding. The City and other property owners will enter into the Washington Department of Ecology's Voluntary Cleanup Program (VCP).

**D.5. Phase of Assessment completed:** A preliminary remedial investigation plan was done by GeoEngineers, Inc. of Seattle in June of 2005 on the properties that identified significant historical uses consistent with petroleum contamination. A Phase 1 Environmental Audit report by Environmental Associates in 1997 was performed on one of the middle McConkey parcels. Conclusions of these analyses determined that, based on historical property use and reports, additional investigation and monitoring (Phase 2) to concentrate on identified hot spots; subsurface soil and groundwater sampling was needed before site cleanup activities could occur.

**D.6. Potential Liability:** The applicant is not liable under CERCLA Section 107 or affiliated with any other person who is liable for contamination at the site. The applicant does not have any direct or indirect familial, contractual, corporate, or financial relationships with a liable entity.

**D.7. Current owners and operations on the site (a-c):** Two parcels belong to Paul and Margaret McConkey, and one was owned by William (deceased) and now solely to his widow, Natacha Sesko. The



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City of Bremerton has an easement for the City's storm drain and a small Right-of-Way (ROW) adjacent to the Sesko property. Several warehouse structures are currently present and the limited available historical information indicates the site has an extensive history of industrial use. The most notable historical industrial occupants included a coal gasification plant, petroleum bulk storage and distribution plant, concrete manufacturing plant, sheet metal fabricator, drum storage facilities, boat and vehicle repair facilities, sandblasting and painting operation, electroplating operations, and salvage yard. Residential properties are located south of the site, and commercial/industrial properties are located adjacent to the north portion of the Site. A petroleum bulk storage facility currently is located adjacent to the east of the north portion of the Site, and a vacant former petroleum bulk storage facility is located west of the Site. This operated from about the 1920s to the 1980s according to the Washington State Dept. of Ecology's files pertaining to the adjacent fuel bulk plant located east of the subject properties. Owners of the plant have not been identified. The northern portion of the site, including portions of the McConkey and Sesko parcels, was occupied by a coal gasification plant from 1920-1955 and owners have included Western Gas Company and later Cascade Natural Gas. The gas plant had more than a dozen petroleum above-ground storage tanks (ASTs) that have since been removed. Information pertaining to the presence or status of underground storage tanks (USTs) associated with the former gas plant has not been identified.

**D.8. How the site became contaminated:** Historic operations at or adjacent to the site are the sources of potential and confirmed contamination (as described above). The properties became contaminated through the uncontrolled leaks, spills, and discharges from fuel storage and operations conducted on site. Releases likely occurred in the 1920s-1980s. Site maps included in ATTACHMENT D-1 show the property locations and land overlay from the Phase 1 ESA by Environmental Associates in 1997. ATTACHMENT D-2 show proposed exploration locations for contaminated soil and possible groundwater impacts by GeoEngineers for the McConkey/Sesko properties in 2005. The adjacent property, formerly used as a petroleum bulk plant, is included in the state's "Confirmed or Suspected Contaminated Site's List" (CSCSL) based on confirmed petroleum-related soil and groundwater contamination identified. Existence of migrating petroleum from that site is possible. Contaminants known or potentially present include petroleum hydrocarbons, polycyclic aromatic hydrocarbons, and byproducts associated with manufactured gas plants. Information pertaining to groundwater, surface water, oil seep, or subsurface soil conditions at the site has not been identified. The uncontrolled dumping of materials, including used vehicle batteries has reportedly occurred on site, but was recently cleaned up.

**D.9. Known or anticipated enforcement actions:** To the best of the applicant's knowledge, there is no known, ongoing, or anticipated environmental enforcement actions related to the site. The City and other property owners will enter into the Washington Department of Ecology's Voluntary Cleanup Program (VCP) for remedial follow-up and the site's FS ID number is 2641.

**D.10. The majority of the site is not owned by the applicant, therefore;**

a. The properties within the site other than City's ROW is under private ownership, the City is the jurisdictional authority and has no direct or indirect familial relationship or any contractual, corporate, or financial relationships with the other property owners other than an easement for the City's storm drain.

b. The current owners will provide access, historical information, and support as needed. The grants would pay to perform Phase 2 evaluations of the properties. Site uses in the future will be as parks, shoreline access, and historic preservation under city ownership. As public/private economic development, the site is zoned for light industrial and marina. Subsequent development will contribute to the economic viability of the community.

c. The City has an established working relationship with the residents, local businesses, and current property owners at these sites so site access will not be a problem. The parties will continue to work closely with qualified consultants and contractors to perform Phase 2 ESA and collaborate with the City in future cleanup and development planning.

**D.11. The City of Bremerton owns a certain portion of ROW, therefore;**

a. The City secured the property through a quit claim deed in 1974.



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b. The City did not contribute to any of the contamination issues on this site. As described above, historical activities on adjacent properties contributed to potential and identified petroleum and byproducts contamination.

c. The City has not performed any assessment and is basing its current knowledge on historical accounts revealed by adjacent property evaluations and accounts of residents.

d. The City has used the property, as stated, for storm drain easements and City ROW.

e. The City has no direct or indirect familial relationship or any contractual, corporate, or financial relationships with the other property owners other than use stated above.

f. The City has taken reasonable steps to prevent/stop release and the historic activities that may have produced the site contamination are no longer being conducted. Therefore there will be no current or future releases of hazardous substances or petroleum products. Access to the site will be limited before and during assessment activities.

g. The City confirms its commitment to comply with all land use restrictions and institutional controls, to comply with all information requests or administrative subpoenas, will provide all legally required notices, and will comply with CERCLA information requests. Monitoring will be a part of the QAPP. Site assessment activities would be subcontracted to environmental contractors and cleanup plans coordinated with the Washington State Department of Ecology's Voluntary Toxics Clean-up program. The City will use a competitive procurement process to acquire technical and contractual services to plan, design, and carry out assessment and eventual cleanup actions. The selection process for environmental assessment activities will take place upon notice of grant award and commitment of funds from EPA.

**D.12. Petroleum sites** The basis of this request for funding for site-specific assessment of petroleum contamination was because of the subject property's history and known existence of contamination on adjacent site and that information was provided to the state DOE. The state has provided a letter for the property under consideration on December 2005 (see ATTACHMENT C) and the state will make a determination at a later date.

**a. Ownership of site:** Two of the properties are currently owned by Paul and Margaret McConkey, and one of the parcels currently is owned by Natacha Sesko. The City of Bremerton's interest in the site is through an easement for the City's storm drain that runs through the properties and a small piece of City ROW adjacent to the Sesko property.

**b. Acquisition of site:** The two current owners acquired these through fee simple ownership, the McConkeys on 31 March 1987, the Seskos on 18 August 1992, and the City's stormwater facility ROW by quit claim deed sometime in 1974.

**c. No responsible party for site:** All contamination occurred prior to the acquisitions and the current owners did not cause or contribute to any release of hazardous substances at the site. The City has no information regarding whether any additional parties can be identified or parties that may be subjugated to either cleanup judgments rendered in court or filed enforcement actions.

**d. Cleaned up by a person not potentially liable:** The applicant did not dispense or dispose of petroleum or product or exacerbate the existing contamination and is not responsible for any environmental concerns at the site. The City has exercised caution in its activities and the historic activities that originally produced the contamination are no longer being conducted. Therefore there will be no future releases of petroleum products on this site or adjacent properties.

**e. The site is of relatively low risk compared with other "petroleum only" sites in the state.** It is not on the NPL, known to be leaking, or under any response action. Moreover, the site is not currently receiving LUST Trust funds. A Phase 2 to further evaluate known and potential areas of concern based on historic site uses and the site's proximity to adjacent property with levels of petroleum hydrocarbons exceeding the MTCA standards is the subject of this request.

**f. Judgments or orders:** No responsible party has been identified through any court proceeding, state, federal enforcement action, or citizen suit, nor are any such actions pending.



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**g. Whether Subject to RCRA:** The site is not subject to any order under section 9003(h) of the Solid Waste Disposal Act.

**h. Financial viability:** The City has no information regarding whether any additional parties can be identified related to the site before acquisition by the current owners, or whether they will have adequate financial resources for legal actions or cleanup enforcement obligations.

### RANKING CRITERIA FOR ASSESSMENT GRANTS:

#### A. ASSESSMENT GRANT PROPOSAL BUDGET & NARRATIVE (10 POINTS)

Each task and sub-task that will be performed as part of this project will also include a number of tasks for Brownfields Assessment including certain required tasks [e.g. adequate public involvement, submission of a site-specific QA Plan to EPA for approval, etc.] as described in the following budget narrative. The City will also coordinate cleanup planning activities with the Washington State Department of Ecology and enter the voluntary cleanup program (VCP). Assessment activities proposed include the following four tasks (for *EPA grantee funds only*):

- 1) Project management, 2) Public involvement, 3) Site investigation, 4) Remediation and Redevelopment planning.**

Budget Categories	Task 1 Project Management; Reporting, coordination	Task 2 Public Involvement; fact sheets, newsletters, meetings w/stakeholders	Task 3 Site Investigation; QAPP, ESA, Sampling, Analysis, Reports	Task 4 Remediation and Redevelopment Planning	Total
Force Labor	\$5725	\$1425	\$3500	\$3500	\$14,150
Equipment	\$0	\$0	\$200	\$500	\$700
Travel	\$300	\$ 200	\$300	\$0	\$800
Contractual (subcontractors; engineering, analytical, land use planning)	\$7000	\$0	\$126,080	\$34,500	\$167,580
Other (Public Involvement & Program Consultants)	\$5270	\$ 6500	\$2500	\$2500	\$16,770
<b>Total Charges</b>	<b>\$18,295</b>	<b>\$8125</b>	<b>\$132,580</b>	<b>\$41,000</b>	<b>\$200,000</b>

#### Task 1 PROJECT MANAGEMENT AND REPORTING

The City will perform project management as required to implement and manage this project under the cooperative agreement, including all required reporting and contractor procurement. EPA grant funds in the amount of **\$18,295** are budgeted to perform the following sub-tasks:

**A) Project Management:** Using grant funds the City's recipient staff will perform those activities necessary to manage the project in accordance with the work plan and all required statutes, circulars, terms & conditions, including establishment and maintenance of requisite cooperative agreement records and files; financial management, project oversight, travel and



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attendance at EPA-sponsored workshops, and necessary project or public meetings.

**B) Reporting:** Using grant funds the City's recipient staff will prepare and submit project progress, financial and MBE/WBE reports.

**C) Contractor Procurement:** The selection and procurement of required contractors will be carried out in accord with the City's procurement procedures and the City will use a competitive procurement process to acquire technical and contractual services to plan, design, and carry out assessment and eventual cleanup actions.

**D) Consultants:** The City will use their current consultants for limited tasks while Contractors will be selected by aforementioned procurement procedures in accordance with 40 CFR 31.36.

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**Task 2 PUBLIC INVOLVEMENT**

The City and their consultants will perform **Public Involvement** to ensure that community concerns are considered in planning and execution, and the public is kept informed of project progress and results. EPA grant funds in the amount of **\$8125** are budgeted to perform the following sub-tasks:

**A) Plan:** Using grantee funds, the City will complete a **site-specific Public Involvement Plan**, and as part of that Plan, the City will designate a spokesperson, establish an information repository convenient to the site, and do at least three fact sheets.

**B) Project Updates and other Public Information:** A "fact sheet" will be prepared and distributed to the affected community at the beginning of the project, during assessment, and when it is complete, announcements/articles, Newsletters/Web pages, attendance of city councils and community group meetings, or other communications as needed.

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**Task 3 SITE INVESTIGATION & ANALYSES**

EPA grant funds of **\$132,580** are budgeted to perform the following sub-tasks:

**A) Site Characterization – Phase 1 Assessment:** site reconnaissance, historical review, etc.

**B) Site Characterization – Phase 2 Assessment:** The contractor will perform Phase 2 investigations. It is anticipated that the sampling effort will include subsurface soil samples to be collected and the soil samples would be submitted for analysis of petroleum (diesel/oil), and PAHs based on the likely use and possible release in the former operations on this site.

**C) Quality Assurance & Health and Safety Plans:** As part of the work to be done under the site characterization, a site specific Quality Assurance Project Plan (QAPP) will be prepared and submitted to EPA for review and concurrence before any sampling is done.

**D) ESA and NHPA** Contractor will update previous studies and reports to identify any threatened or endangered species or habitat at or in the vicinity of the site and contact the Washington Department of Fish and Wildlife (WDFW) and any Tribes with interest in the site.

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**Task 4.0 CLEANUP and REDEVELOPMENT PLANNING**

EPA grant funds in the amount of **\$41,000** are budgeted to perform the following sub-tasks:

**A) Analysis of Cleanup Alternatives:** Grantee will use grant funds to hire a contractor to prepare an Analysis of Brownfields Cleanup Alternatives (ABCA) summarizing information about the site and contamination (i.e., exposure pathways, identification of contaminant sources, types and levels of contamination, etc.); cleanup standards; applicable laws; alternatives considered [at least 2]; and the proposed cleanup plan as well as coordinate public involvement.

**B) Contractor Procurement:** The City will continue to work closely with the *Washington State Department of Ecology* VCP for oversight and hire appropriate consultants and contractors to conduct clean-up planning activities. All procurements will be performed in accordance with 40 CFR 31.36 in accord with the City's procurement procedures and EPA's terms and conditions.



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**C) Redevelopment Planning:** Evaluate potential land use and redevelopment options, work with stakeholders, conduct public involvement, and prepare a redevelopment plan. Identification and remediation of potential petroleum contamination must precede development to prevent discharge into groundwater sources and immediate environment.

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### B. COMMUNITY NEED (15 POINTS)

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#### B1. Target Community:

- The City of Bremerton is located in Kitsap County, Washington, just west across the Puget Sound from Seattle. The City was once a thriving Navy and Port city whose early enterprise centered on the timber industry. By the early 70's, business and retail centers spread out into unincorporated areas followed by a steady slide of economic decline and decay within the City for the past 30 years. Plans for change came and went. Not one new building was constructed in this urban core between 1976 and 2002.
- The county's highest levels of poverty (up to 57%) exists in adjacent residential Bremerton block groups according to the 2000 U.S. Census (see ATTACHMENT E) to this industrial area compared to the greater county-wide average of only 9%. Nearby downtown is a designated economic empowerment zone; blight area defined by state statutes and city ordinances. Markers of economic disadvantages were seen in seasonal employment, scarce job opportunities, closure of timber industries, dramatic loss of private businesses and retail stores, increase in non-owner occupied residences, and lack of new investments that contributed to these conditions.
- According to the Census 2003 estimate, there are 38,730 residents within the city limits and 240,719 countywide. The racial makeup of Bremerton is 79% (30,000) White, 7.5% (2800) African American, 7.5% (2900) Asian, and 4% (1500) Native American, while 5% are Hispanic or Latino of any race (see ATTACHMENT E2). While this may not seem high relative to urban centers, the racial minorities in this area are more than three times the county's average, specifically African-Americans and Asians. This demonstrates a disproportionate distribution of minority groups residing in Bremerton.
- This contaminated brownfields property has had a negative impact on the community and a deterrent to the establishment of businesses, industries, and residential development.
- The City of Bremerton's *Urban Renewal Plan* targets Brownfields for sustainable reuse and strives to clean up the environmental contamination that has been an obstacle to use and development of this property currently zoned for light industry.
- Indicators of economic distress include rising unemployment, poverty, neighborhood blight, and loss of jobs according to Washington State statutes RCW 35.81. The proposed project seeks to improve a low-income neighborhood, provide public access to the Port Washington Narrows, and develop viable light industry and marina services, while providing availability, proximity, and accessibility of community benefits to city residents.

#### B2. How Targeted Community Benefits:

- In 2003, Bremerton embarked on a new day and a new beginning. With public and private investments, expansion of a waterfront marina, and Navy transfer of property and infrastructure, an economic resurgence is underway with promise of jobs and commerce a *building reality*. Bremerton is ready for a new role in the region and this project will give private investment a new push to ensure that what we see today is only the beginning.



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- As part of this revitalization, redevelopment of these properties provides an exciting opportunity to develop a new public access, marina expansion, and boat maintenance facility and will facilitate significant private investment in marine industrial business that improves the strength of the whole community thereby better serving the needs of economically disadvantaged groups. Two large industry leaders, Todd Pacific and Pacific shipyards, who build hovercrafts, are interested in locating here if they can lease a 20,000sq.ft. or larger building. This would create upwards of 100 jobs, \$2.5 million in annual revenue, immediate build to suit construction related jobs (approx. 24) and cluster development opportunities.
- Stability of the community will improve through the creation of an ethnically diverse living and business climate. The residents will benefit by improved access to boat moorage and water activities; fishing, launching small watercraft, and walking along the scenic waterfront shorelines of Port Washington Narrows
- This project will provide closer proximity and greater accessibility to amenities for the target population of extremely low-income people and minority groups while leveraging resources to rebuild and revitalize the Bremerton area, and increase the development of light industry and marine related services (as noted above).
- The vision created for the *Old Bremerton Gas Plant Park & Property Development* will broaden the prospects for citizens and future generations of this community by creating jobs and invite movement to designated urban centers.
- This concept would create jobs through light industrial and service-based businesses within the project area. These types of businesses will stimulate needed capital investment and improve the local tax base, currently declining due to under utilized sites such as this.
- Future projects are principally private sector ventures and require planned public improvements and benefit from the public access and job creation this project will provide.
- The community will profit from expansion of environmentally friendly economic opportunities, enhancement of transportation, and protection of our environment. This project would support and build upon a common vision to provide opportunities for very low and moderately low-income persons and the community-at-large.

### **B3. Characterization of the impact of the brownfields on target community:**

- The impacts of this brownfields site adjacent to the long overdue redevelopment and relative "building boom" along the former blight of the downtown core are many-sided. These abandoned, underused properties are strategically located to business and community centers.
- Evaluation and remediation is a critical step in the rehabilitation process to remove the environmental stigma and perceived risk before you can encourage new investment.
- The Bremerton area had several brownfields including two city blocks where the newly developed convention center is now located.
- Another project, Evergreen Park, in the Manette area was an EPA Brownfields program funded project. However, the *Old Bremerton Gas Plant* site is one of the largest brownfields hot spots in this community and a deterrent to development as well as a current risk to the children and families who live and play there.
- This property does not have a viable responsible party to address the environmental concerns and as long as the contamination at these brownfields sites are not addressed the attempts for environmental justice, economic, and community revitalization will remain challenged.

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### **C. SITE SELECTION PROCESS (6 POINTS)**

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The site selection considered relative prioritization criteria, including regulatory information related to levels of contamination and the framework under which cleanup would occur. This gave higher priority ranking for sites with a greater level of contamination based on the "Washington Ranking Method" (WARM) developed by the Washington State Department of Ecology. The site received priority ranking of "1" using the WARM, indicating the greatest assessed risk of potential impacts to public health and the environment.

The site also ranked highest based on a recent analysis conducted by the University of Oregon. The "Hazardous Waste Site Reclamation in the Bremerton Area" identified what undesirable lands were the most desirable to redevelop. This project examined hazardous waste sites within Kitsap County "urban growth boundaries" to identify those most suitable for redevelopment.

The Washington State Growth Management Act (RCW 36.70) of 1990 created land use tools in order to manage growth throughout the state. One of these tools is the Urban Growth Boundary, which defines the urban space according to state population projections and then mandates that growth occur within this boundary (urban infill). Urban infill encourages cities and counties to redevelop previously undesirable lands and to rethink the urban space. The data used in this project was categorized into four basic groups: visual reference, the hazardous waste sites themselves, and positive and negative features affecting the likelihood of remediation. The project primarily considered features considered attractive for residential development. These included proximity to city and county parks, libraries, community centers, schools, and arterial roads (more attractive for the construction process than the future residents), and being within the urban growth boundary. Several characteristics of the areas surrounding hazardous waste sites were also considered for their potential negative impact on maintaining these sites in their current locations. These included the proximity to shoreline and wetlands, and the possibility of future landslides. Vacant parcels were considered attractive for development because of their potential to blight a neighborhood, and the reduced cost of redeveloping these parcels. The overall process then used to rank hazardous waste sites for reclamation was an overlay with weighted voting (see Table: Final Ranking in ATTACHMENT F).

The hazardous wastes site identified as the "Old Bremerton Gasworks" had the highest ranking (a 10) when the overlay process was complete. This site is in close proximity to a school, is identified as a vacant parcel, and is within the shoreline buffer. Many of the sites with low scores seemed to be located in commercial or industrial areas, away from the shoreline, and included landfills and auto-related businesses. The "Old Bremerton Gasworks" site is in a prime area and was also selected by the City based on accessibility to transportation services, shoreline recreation opportunities, land area, natural features, and community support. Cleanup is a critical step in the redevelopment process to remove the environmental stigma at this site.

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### D. SUSTAINABLE REUSE OF BROWNFIELDS (12 POINTS)

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See ATTACHMENT G for conceptual designs pertinent to criteria in the following questions.

#### D1.Prevents pollution and reduces resource consumption development strategy:

- Recycling viable properties using existing infrastructure will directly and indirectly reduce resource consumption, protect undeveloped open space from development and prevent sprawl. As part of this project and associated projects, the City is greatly expanding parks and green space through comprehensive plans that incorporate sustainable systems and include decrease in width of streets and reduction of stormwater runoff.
- In addition, the planned native landscaping will provide clear benefits to water conservation, lower use of herbicides and pesticides, and overall reductions in pollution and resource



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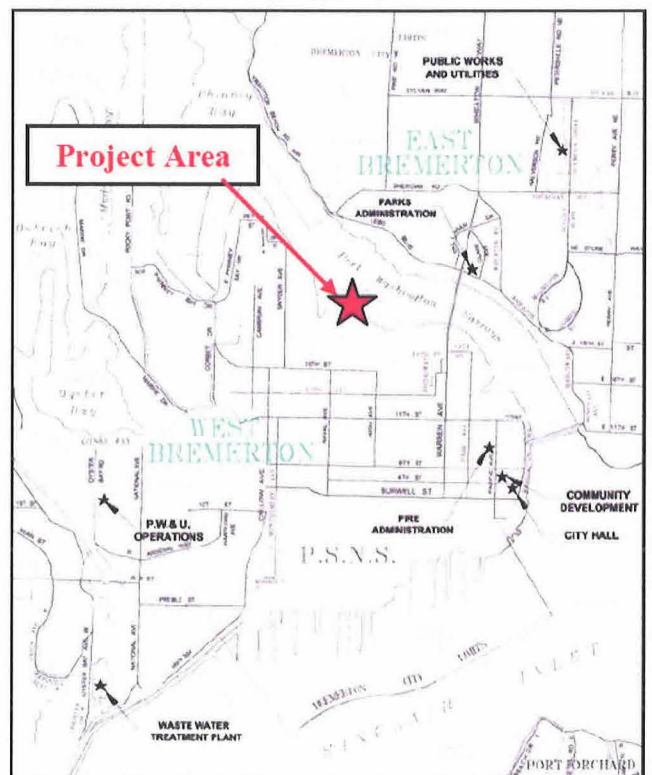
consumption. The community plan encourages public access; however, such access would prevent impact to the installation of plants and open space and encourage use of paths.

### D2. Promotion of economic benefits (expanded tax base, investments, and job creation):

- This neighborhood suffers from urban decay and high unemployment rates. People in this area require more access to services and jobs due to health, social, and economic needs to “bring themselves up.” This project takes the first step in its rehabilitation that will improve the overall socioeconomic condition of this whole area.
- The proposed *Old Bremerton Gas Plant Park & Property Development* project will improve an austere section of Bremerton waterfront while providing increased availability and accessibility of public amenities and jobs to very low, low-moderate-income residents.
- The project is an important component of the socioeconomic development of this entire community that will attract new businesses and in turn create jobs that will provide economic stimulation, create a commercial tax base, and ease the burden on residential taxpayers.
- The vision incorporated into these plans will also broaden the prospects for the citizens and future generations of this community by providing much needed housing in close proximity to essential support services and employment opportunities. These efforts provide a framework for economic development through a community-based approach.
- Development of this industrial and marine services center, with vastly under utilized properties, will support the local economy by increasing sales and property taxes. It will also create capital investment opportunities, and greatly increase the number of family wage jobs.
- The City of Bremerton’s Urban Renewal Plan is in a designated economic empowerment zone, blighted area as defined by state statutes and city ordinances. The city began revitalization here focused on economic development and creation of a new downtown core.
- This project lies just across town of the federally declared blighted area (see **Attachment D**) and shares many of the same economic problems, including an extremely high (30 to 56%) number of people living below the poverty level (ref. U.S. Census 2000 SF3).
- Current comprehensive planning for Bremerton’s redevelopment and the proposed project brings together job creation, transportation, recreation, environmental progress, and diverse cultural activities. The actualization of this model of mixed-use development planned for the site will result in both a healthy environment and a productive economy.

### D3. Promotes a vibrant community characterized by mixed use, appropriate density & walkability:

- This site offers an opportunity to take an integrated approach, using low impact development, creating a functional neighborhood, and providing access that will connect the downtown communities together. The greater plan for the site will help to breach the demand for family-wage jobs, provide public access to transportation, develop walking path linkage to other parks, while serving to increase marketability of the neighborhood, encourage community and business development (see





## City of Bremerton - Old Bremerton Gas Plant Park & Property Development

Proposal for EPA Brownfields (Petroleum) Assessment Grant - *December 2005*

### Figure 1: Overview).

- The results of this project will be regeneration, social inclusion, and a more sustainable pattern of development. The City and community members are working towards revitalization of the area and this vision will improve the community's quality of life while maintaining the economy and natural beauty of the area.

#### **D4. Reuses existing infrastructure including roads, utilities, centers, and bus services:**

- Proposed site re-development, after cleanup, will emphasize natural landscaping, neighborhood revitalization, and economic development compatible with the community's goals and plans for parks and open space enhancement and improvement.
- Use of Existing utilities will be proposed in the rehabilitation plans. However, during rehabilitation and demolition, unused or derelict structures would be removed and existing infrastructure could then be extended to service the site. Hard surfaces whenever possible will be resurfaced and usable buildings will be rehabilitated and remain on the properties.
- Access to roads, power, water, and sewers are all present. The City's existing water utilities and wastewater treatment plant have capacity to handle the additional load the redevelopment of the *Old Bremerton Gas Plant Park & Property Development Project* would require.

#### **D5. Prevents future brownfields through communication and preventing land abandonment:**

- Community leaders of the City continue to promote land reuse incentives and prevention of land abandonment. The City of Bremerton, three other cities and unincorporated areas, have focused planning efforts on buildable lands, habitat protection, and community revitalization.
- Adoption of comprehensive plans, compatible with the Growth Management Act (GMA), will increase urban densities, prioritize industrial redevelopment, and prevent future brownfields within designated industrial growth areas (see study cited in *Criteria C* above).
- The City of Bremerton supports the efforts of the State of Washington Department of Trade and Economic Development and the activities implemented in this project are priorities in adopted comprehensive plans. These efforts will prevent the fractionated planning that has lead to these conditions in the first place.

#### **D5. The project is committed to achieving recognized green building and energy efficiency:**

- This proposal embraces environmentally sound development through the heralded "BUILT GREEN" program guidelines that will spur more "green" building influenced by this model for sustainable development throughout the city.
- The planned redevelopment project will follow the guidelines of the *Voluntary Low Impact Development* standards and stormwater management strategies under adoption by Bremerton, Kitsap County, and its consortium cities.
- The City is engaged in discussions and planning initiatives for this project and others throughout the City under the guidance of the local Home Builders Association's (HBA) "BUILT GREEN" certification program and has immediate plans to expand this to all new construction projects. A team of builders, architects, HBA staff, consultants, and industry professionals developed the nationally recognized program in early 1997. Their expertise in Indoor Air Quality, Energy Efficiency, Waste Prevention, and using Resource Efficient materials facilitated the development of a market-based, environmentally friendly building program. The program has received local, state, and national awards, recognized as the pioneer program in the country and a model for the creation of several other builder association programs nationwide since. The *Kitsap Home Builders Foundation* (KHBF) was borne of these efforts (see letter of support **ATTACHMENT H**). The program uses



## City of Bremerton - Old Bremerton Gas Plant Park & Property Development

Proposal for EPA Brownfields (Petroleum) Assessment Grant - December 2005

checklists for Light Commercial and Land Development and the "BUILT GREEN" program is featured on the National Association of Home Builders (NAHB) Research Center websites: [www.nahbrc.org](http://www.nahbrc.org), [www.KitsapHBA.com](http://www.KitsapHBA.com), or [www.kitsapgov.com/sw/buildbetter.htm](http://www.kitsapgov.com/sw/buildbetter.htm)

- This project development planning will use the "BUILT GREEN" concept providing alternatives for building safe, quality buildings while preserving the environment. The proposed development planning will encourage the use of recycled materials, providing structures that are more energy efficient, have health benefits, and promote sustainable construction practices. This provides choices with environmental and economic benefits for the consumer while encouraging job creation in recycling and energy efficient products.

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### E. CREATION/PRESERVATION OF GREEN/OPEN SPACE AND NONPROFIT PURPOSE (5 Points)

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- This project will be redeveloped jointly with the City contiguous to the Evergreen Park, Maritime Park, and expansion of the Waterfront into a trail system and parkway connecting to pedestrian friendly walkways. Walkways will link existing parks (Marina, Highlands and Evergreen Parks) to the urban centers along a scenic waterfront capitalizing on vegetation and greenways. Low impact site development and creation of walking paths will offer views of the landscape while providing non-motorized, pollution-free access to the natural beauty of our Puget Sound environment.
  - Several environmental groups are currently working with local property owners to realize the potential for the preservation and restoration of an environment that supports an array of fish, birds, and mammals. One of these groups, *Bremerton Urban Gardeners* (BUGS), is helping to create spaces where vegetation and plants to support urban wildlife can thrive.
- 
- City leaders and active non-profit community groups are working together to set goals for provision of support services to residents here.
  - The location and size of the site and adjacent properties provides an exceptional opportunity for re-development with a park-like setting capitalizing on natural vegetative barriers (see **Attachment G**). Landscape designs will emphasize the use of native plant establishment that are naturally 'water-wise' (reduced water usage), low maintenance, provide alternatives to pesticides, while creating habitat for birds and other animals in an urban environment.

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### F. COMMUNITY INVOLVEMENT (16 Points)

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**F1.** The plans discussed throughout this application were developed with significant input from the community during meetings and discussions with the stakeholders and neighborhood forums. A comment period allowing the public a chance to review and comment on this EPA grant application was held from Tuesday November 22 through Monday December 12, 2005. The notice was advertised beginning on November 18 through the City of Bremerton website and updated to announce meeting dates, availability of draft proposal, and to solicit comment. A press release was sent out to local/regional newspapers and journals servicing the area on Nov. 23. Numerous local civic/environmental/community groups, government officials, Tribes, and individuals were notified by email, provided fact sheets, and invited to review and comment on the draft proposal. A full page article was published in the regional *Kitsap Peninsula Business Journal* Dec. 1st, another appeared in the *Bremerton Patriot* on Dec. 3, and both were included in their on-line web reports. The Public Works Department presented the proposal at a regular open public City Council meeting on Nov. 30th. A final public meeting to discuss the application was announced through all of the aforementioned notifications and held on Tuesday, December



## City of Bremerton - Old Bremerton Gas Plant Park & Property Development

Proposal for EPA Brownfields (Petroleum) Assessment Grant - December 2005

6th at 5:30 pm at the City's Oyster Bay Facility in Bremerton. Comments were accepted and reviewed until 12-12-2005 with responses provided to all affected parties (see **Attachments B**).

**F2. Efforts to develop partnerships:** Collaboration between a wide array of groups, organizations, City, County and State government, Tribal, and residents has been very positive. The primary goal for redevelopment is sustainable economic growth and environmental benefits. The City will utilize strong public/private partnerships with the many agencies and businesses that have provided these letters of support, as well as other local and state governments, to acquire multiple state, federal, and private funding sources available to realize this vision.

With strong local support from the *U.S. Navy, Wash. State Depts of Fish and Wildlife, Natural Resources, Ecology, the Suquamish Tribe*, and non-profit organizations *Kitsap Home Builders Foundation, Kitsap Regional Economic Development Council, Kitsap Business Journal* (the voice of small business in this area), *Bremerton Chamber of Commerce, Bremerton Urban Gardeners (BUGS), Kitsap Trees* (dedicated to preservation and planting), and *others*, the success of this project is greatly increased. Letters of support are included in **Attachment H**.

**F3. Specific plans for communicating progress including indigenous languages:** Project information will be distributed through Bremerton City Council and committee meetings, Town Hall Meetings, Public Announcements in the Bremerton SUN News, Kitsap Business Journal, Bremerton Patriot, and placement of informative brochures at public gathering places including the City offices, Post Office, Navy base, and Library. Upon request, information will be provided in Chinese, Japanese, Spanish or First Nation Tribes to reach target groups. The City would also elicit assistance from their community resources (KCR, YWCA, local Health District, etc.) to resolve other language and/or anticipated communication barriers (e.g. sight, hearing, etc.)

### **F4. Included below is a list of organizations supporting the project:**

#### **Government and Elected Officials Support:**

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U.S. Navy Base, Puget Sound Naval Shipyard, Executive Director Richard Tift, 360-476-3236

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U.S. Congressman Norm Dicks Office, Cherie Williams, 1-360-479-4012

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Suquamish Tribe, Rob Purser, 360-394-8436 or Art Schick, 360-394-8507

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Kitsap County Health District, Director of Environmental Health Jerry Deeter, 360-337-5235

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Senator Phil Rockefeller, home 206-842-3748, in Olympia 360-786-7644 or local 792-2140 and State Representative Sherry Appleton home 360-697-2588, in Olympia 360-786-7934

#### **Non-profit Business Groups Supporters:**

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Kitsap Regional Economic Development Council, Exec. Dir. David Porter, 360-377-9499 or

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Business Recruitment & Retention Manager, Kathy Cocus 360-377-9499, [cocus@kitsapedc.org](mailto:cocus@kitsapedc.org)

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Kitsap Business Journal, Publisher Lary Coppola, 360-876-7900, [biznews@wetapple.com](mailto:biznews@wetapple.com)

#### **Non-profit Community-based Supporters:**

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Bremerton Chamber of Commerce, Silvia Klatman, Executive Director, 360-479-3579, [chamber@bremertonchamber.org](mailto:chamber@bremertonchamber.org)

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Kitsap Home Builders Foundation, Art Castle, 360-479-5777 at HBA office or 360-731-4444

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Kitsap Community Resources (KCR), Larry Eyer, Executive Director, 360-478-2301

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Washington Scuba Alliance, Kitsap Divers Association and *Kitsap Trees* (dedicated to planting and preservation of trees), Executive Director Don Larson, 360-373-7593, [dolarson@msn.com](mailto:dolarson@msn.com)

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## City of Bremerton - Old Bremerton Gas Plant Park & Property Development

Proposal for EPA Brownfields (Petroleum) Assessment Grant - December 2005

### **G. REDUCTION OF THREATS TO HUMAN HEALTH AND ENVIRONMENT (20 Points)**

#### **G1. How funds will be used to identify and reduce threats to human health:**

- This project will identify and develop a cleanup plan to remove sources of surface and subsurface contamination so that risks of exposure from groundwater sources and fumes or direct contact with materials are eliminated. Precautions will be taken to do this necessary assessment using the best management practices available ensuring minimal to no risk to the environment. The grant funding will be used to perform site investigation and remedial planning activities and will have minimal impacts to the environment during implementation.
- Exposure to these hazardous substances has well documented pathways and potential risks to human health (including carcinogens, pulmonary pathologies, and fetal abnormalities) and routes could include dermal, ingestion and inhalation. The City is working closely with the Kitsap County Health District (KCHD, see letter) and state Department of Health (DOH) and will develop site specific safety plans taking into consideration potentially sensitive populations (e.g. children, pregnant women, infirm, language barriers, etc). The site will be controlled to avoid traffic problems, prevent risk of unauthorized use or entrance while activities are taking place, and will include appropriate signage. Particular attention will be focused on ensuring that activities are mitigated on site with no air emissions or effect on adjacent properties.
- The investigation activities on the site will likely have “no effect” on listed species as long as heavy construction equipment is not used on site during the period in which wintering bald eagles might be present in the area. This period is from November 1 to March 31.
- Other tasks would include project management, reporting, property management, meeting with staff, drafting and writing work plans, coordinating with assessment, etc. The Contractor will also be tasked with keeping the community informed of site assessment activities such as: assist community with understanding the results of analyses, clean-up action and planning, and other public involvement tasks as needed. See Section A. **Budget** for recipient personnel, contractors, and internal consultants cost estimates.
- Contractors will be procured for cultural resource technicians, oversight and grant funding will also be used to perform confirmation sampling, remove and dispose of hazardous substances, contaminated soil, and to eliminate the waste from possible contact with the groundwater sources. Cleanup planning costs will include cultural resource technicians (approx. \$300), *Department of Ecology Voluntary Clean up Program* (VCP) oversight (\$2500), Work Plan, SQAPP (combines QAPP with SAP), and HASP (total \$31,700).

**G2. State Regulatory Authority & local Health District:** Site assessment activities will be sub-contracted to environmental contractors working with Washington State Department of Ecology's (DOE) Voluntary Clean-up Program (VCP) and remedial action planning will be under the *Model Toxics Control Act* (MTCA) under Ecology's jurisdictional authority as defined in WAC 173-340. The applicant has and will continue to work with the DOE, DOH, and KCHD (see letter **Attachment G**) to ensure that human health and the environment is protected during the testing, remedial actions and subsequent redevelopment process. The applicant has also coordinated with the U.S. Department of the Interior, Wash. Dept. of Fish and Wildlife, and the Suquamish Tribe (see letter in **Attachments G**) to ensure that no listed or proposed species will be adversely affected by investigations and subsequent clean up/redevelopment of the site.



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**H. LEVERAGING OF ADDITIONAL RESOURCES (10 Points)**

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**I. PROGRAMMATIC CAPABILITY (15 Points)**

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**1. Ability to manage grant and provide due diligent oversight:** The Public Works Department and Project Engineer for the City and the City's Administrative Services Department have expertise in managing the grants that the agency receive including federal, state, and local grants. The City regularly manages contracts with contractors, consultants, and related services. The City will initiate a competitive bid procurement process and employ other internal policies already in place to select qualified technical and contractual services for the proposed project. The City's financial department staff has ample expertise in administering the grants that the agency receive including federal, state and local grants. The City has well established financial, managerial, and administrative resources to manage this grant if awarded.

**2. History of managing federal funds:** The City has received federal money over the past 25+ years for a variety of projects and programs including EPA, HUD, EDA, and CDBG funding and as well as a past EPA Brownfields cleanup grant used for a Parks Development. The City has partnered with other non-profits and the state in cleaning up and revitalizing green spaces. Throughout that time, there have not been any adverse audit findings from an OMB Circular A-133 audit nor has the City been required to comply with any special "high risk" terms/conditions under agency regulations implementing OMB Circular A-102.

**3.** The City has been a recipient of an EPA Brownfields cooperative agreement in XXX and have been compliant and timely with quarterly reports, other brownfields reporting measures, and annual financial reports.

**4.** The City was a recipient of a \$XXXXXX EPA Brownfields Cleanup cooperative grant in XXX on this project and performing project closeout with no funds remaining.

**5.** The City has completed milestones at all stages of the project and leveraged other funding for local development projects that enhanced this project. The *Evergreen Park* project leveraged millions of dollars in in-kind and neighborhood improvement and was the impetus for community support and broad stakeholder involvement. This Brownfields project was deemed a major success and the City is excited to launch the proposed project and hoping for the same.

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**Thank you for the time you have committed to reviewing this proposal for funding. We appreciate the opportunity to collaborate with the EPA Brownfields team.**

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**PLEASE SEE THE FOLLOWING ATTACHMENTS:**

**Attachment A – Site Location Map**

**Attachment B – Community Notification for Comment**

**Attachment C – Washington Department of Ecology Letter**

**Attachments D – Site w/ Soil Contamination and Location Maps**

**Attachments E – Census 2000 Data, Poverty and Index**

**Attachment F – TABLE: Final Ranking Site Selection**

**Attachments G – Conceptual Design for Phase I Redevelopment**

**Attachments H – Letters of Support**

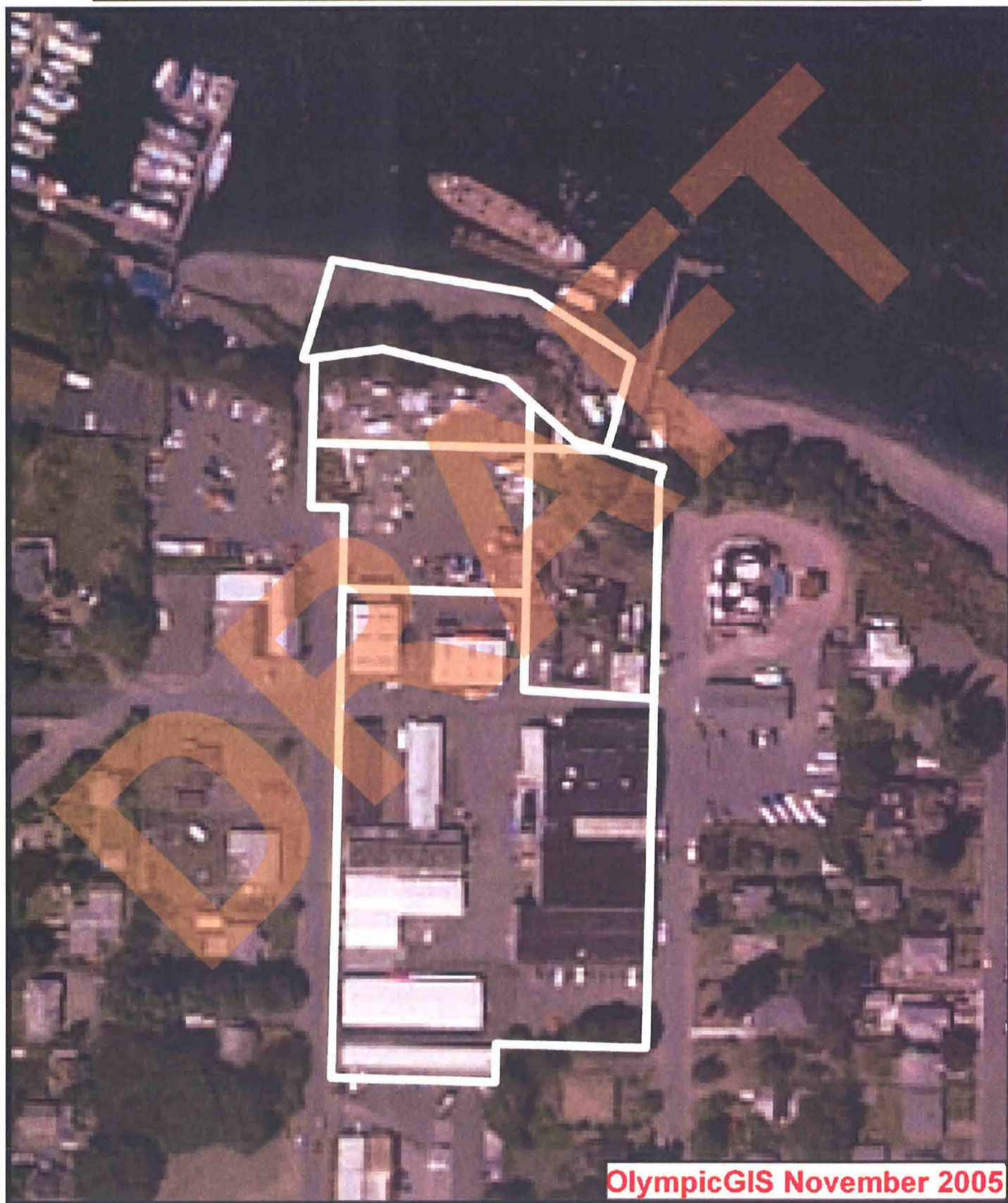
1. US Navy Base, Puget Sound Shipyard
2. US Congressman Norm Dicks
3. Suquamish Tribe
4. Kitsap County Health District
5. Senator Phil Rockefeller
6. Bremerton Chamber of Commerce
7. Kitsap Regional Economic Development Council
8. Kitsap Business Journal
9. Kitsap Community Resources
10. Kitsap Home Builders Foundation
11. Washington Scuba Alliance & Kitsap Trees

**Attachment I – News Articles on Brownfields applications**

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# Proposed Properties



OlympicGIS November 2005

200 100 0 200 Feet





**For immediate release:** November 18, 2005

**Contact:** Tom Knuckey, Managing Engineer, at (360) 473-2376

## **City of Bremerton seeks comment on grant applications**

*Public Works Department applying for federal EPA Brownfields contamination studies, public invited to comment until December 12th*

(Bremerton) – The City of Bremerton is seeking public comments on pending applications to the U.S. Environmental Protection Agency (EPA) for Brownfields grants that could secure up to \$400,000 for examining soils and groundwater for potential petroleum and hazardous waste contamination at sites located on 3 properties at Pennsylvania Avenue and the Port Washington Narrows.

Brownfields are properties where expansion, redevelopment, or reuse may be complicated by the presence or potential presence of a contaminant, pollutant or hazardous substance. The federal Brownfields program was created to help communities redevelop, reuse or expand land that – because of contamination, pollutant, or hazardous substance – might otherwise be unusable.

Bremerton has historically been a working waterfront and community, and similar to other cities around the country, has the potential for hazardous waste and petroleum contamination. The City would use the grants to perform environmental analyses on properties where redevelopment projects are being planned and where some public access is proposed. These sites, located at 1725 Pennsylvania Avenue were used for various industrial purposes including: a coal gasification plant, concrete manufacturing, vehicle repair, painting, and a salvage yard.

"These properties provide an exciting opportunity to develop a new public access, marina expansion, and boat maintenance facility as well as to facilitate significant private investment in marine industrial development. This would be a great asset to Bremerton and Kitsap County," said Public Works Director Phil Williams.

The grants would pay to perform Phase 2 evaluations of the properties looking for potential contamination and known or suspected hazardous waste. Site assessment activities would be subcontracted to EPA environmental contractors and coordinated with the Washington State Department of Ecology's Voluntary Toxics Clean-up program. Anticipated costs range from \$100,000 to \$200,000 per property, depending on specific site conditions.

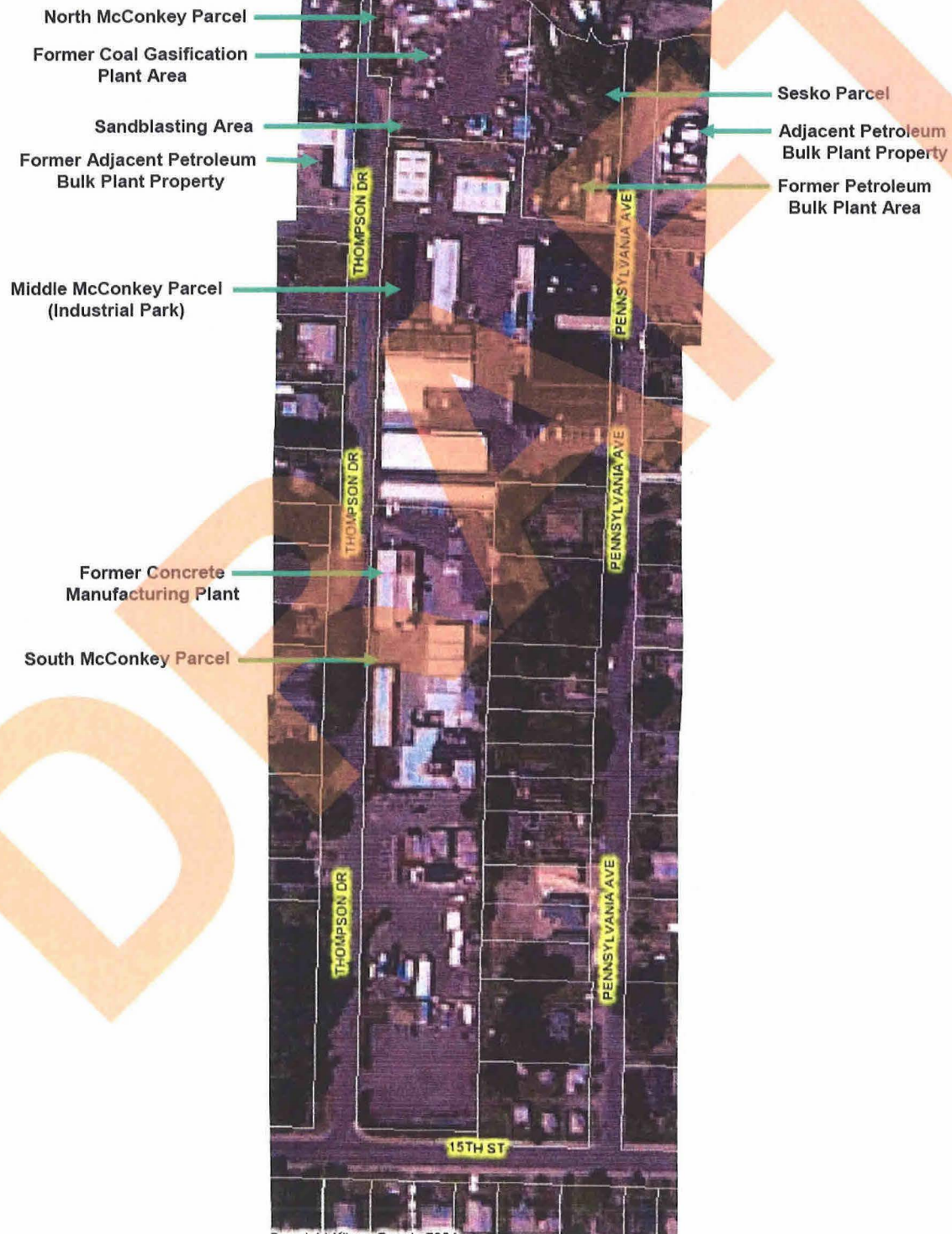
As part of the application process, comments from the general public on the Brownfields applications are invited, and will be accepted from Tuesday, November 22 through Monday, December 12, 2005 via e-mail ([tknuckey@ci.bremerton.wa.us](mailto:tknuckey@ci.bremerton.wa.us)), or by mail to: **Thomas Knuckey, City of Bremerton Public Works Managing Engineer, 3027 Olympus Drive, Bremerton, WA, 98310.** The draft proposal will be available for viewing by the public at the Public Works building until December 12, during regular business hours. Please call (360) 473-2376 to schedule an appointment or for more information. A meeting to discuss the application will be held on Tuesday, December 6th at 5:30 pm at the Oyster Bay Facility in Bremerton, at 100 Oyster Bay Avenue North in Bremerton.

Once the public comment period ends, the City will review all comments received and incorporate suggested changes into the grant proposal as appropriate or provide response to affected parties. If there are no significant changes, the EPA Brownfields Assessment Grant Proposals are considered final and the application will be submitted. EPA is expected to announce the grants in May 2006.

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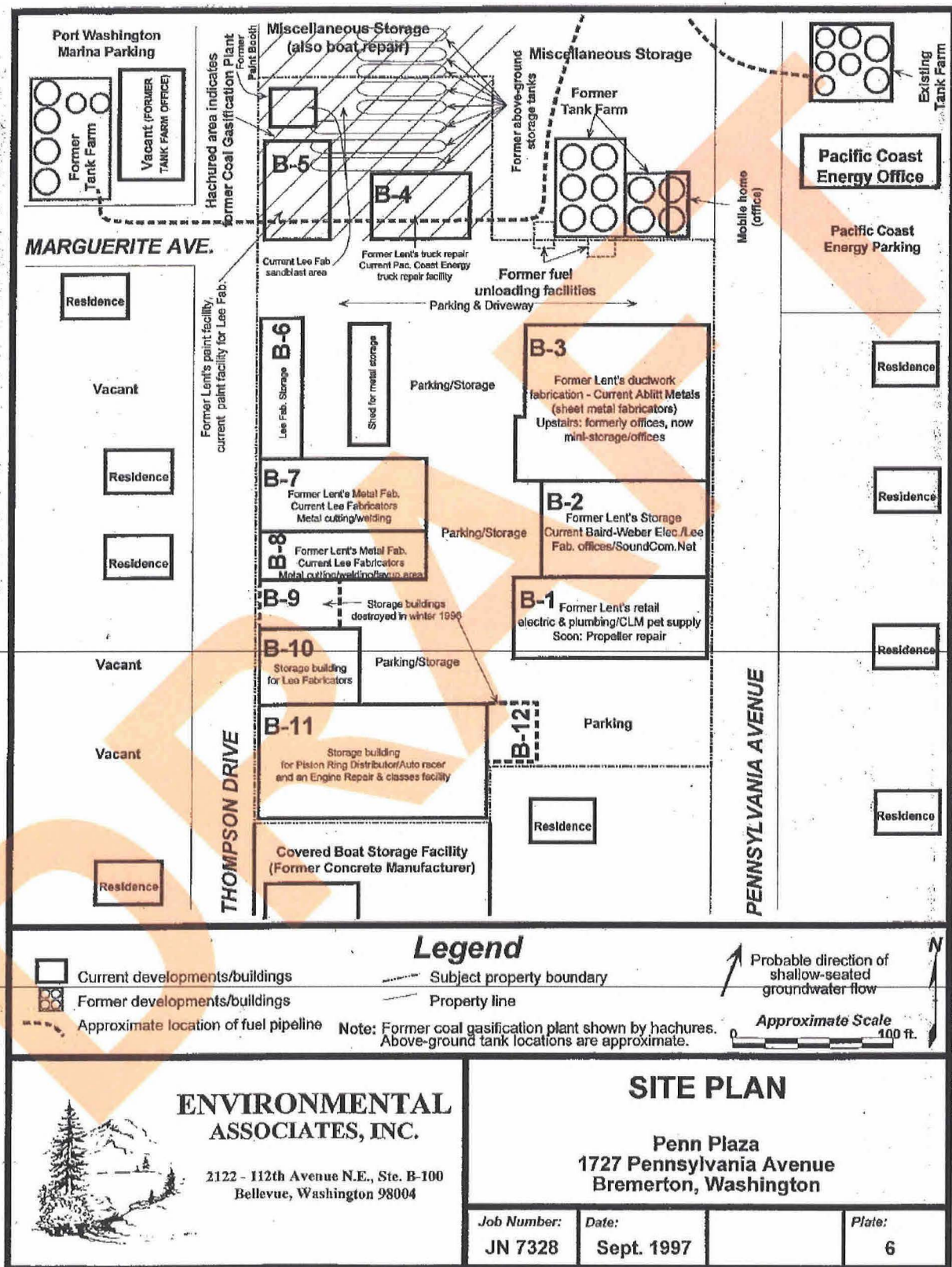


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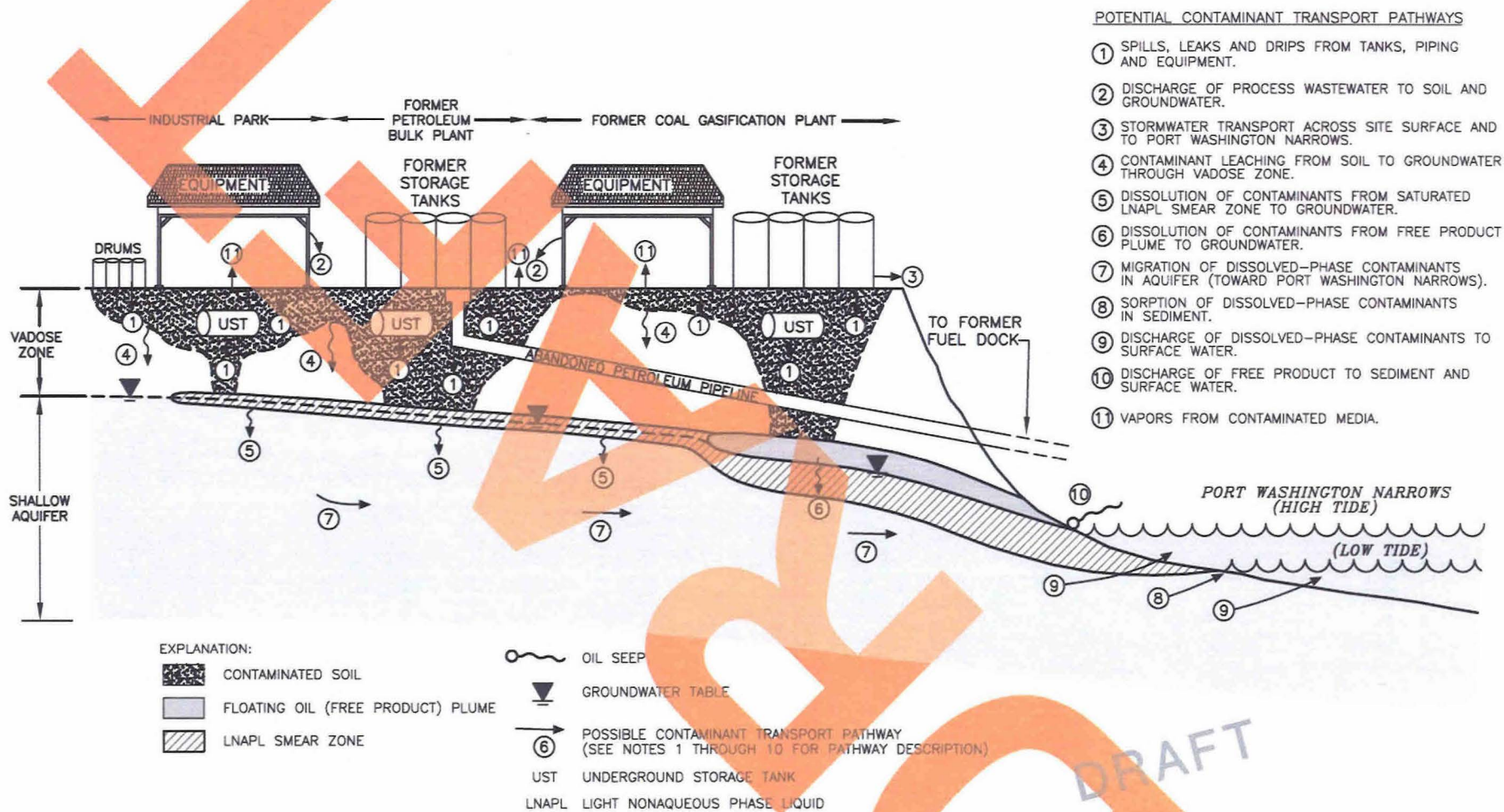






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